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NOTE FOR: OIT/MSG/SS

FROM : D/OGA

SUBJECT : Suggestion for the Development of OGA

1. Thanks very much for your memorandum, dtd 16 October 1990, as to your thoughts regarding the ultimate shape of OGA. During our discussion, I gave you some of my reactions to your proposal. Let me reiterate a couple of them. While OGA is, without question, currently the "home base" of the MG career service, I am not aware that OGA has been given the responsibility of providing long-term, interdisciplinary management for administrative projects and problem areas across the board. I do not question the need for the latter mission, but I must advise you that no one has offered it up as a function of OGA.

2. You should be aware that the DDA has informed me that it was not his intention that OGA should be a large component. Beyond that, I do not know anything more of his concepts in forming the Office. While your proposal of a "one-stop shopping" unit for all overseas processing has a great deal of merit (and would result in more efficiencies), I am certain that it would necessitate a much larger Office than the DDA is willing to approve. Secondly, in this era of "build-down" I do not believe that the various DA Offices, which currently carry out those functions, would be desirous of relinquishing any of their turf.

3. I think we can work out something regarding administrative liaison, but nothing of any size. With respect to strategic planning, the DCI created the DDP&C, I thought, for this very purpose. is, in fact, totally immersed in planning as we speak -- so I don't know what role OGA could play in this arena.

3. I am not sure that it would be wise to take on the world as you suggest (political infighting) at this point in time. A different, vastly more creative, innovative tact could be for OGA to look at administrative support in the distant future and get itself on the "cutting edge" of what is coming downstream, i.e. integration of administrative data processing systems; providing administrative support to official cover folks abroad from a non-official cover base; orchestrating regional support efforts from CONUS; etc., etc.

4. I wanted to provide you with some of my reactions. As I stated before, thanks for your contributions -- I will incorporate them in my OGA proposal to the DDA, as one point of view.

MEMORANDUM

16 October 1990

STAT TO: [] Director,
Office of General Administration

STAT FROM: [] OIT/MSG/SS

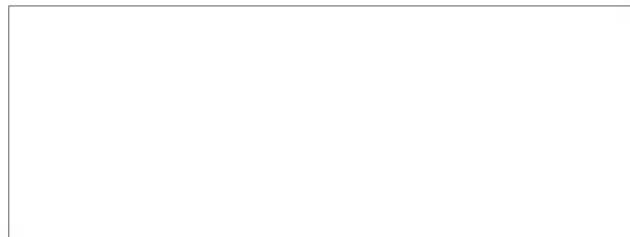
SUBJECT: Assistance to MG Career Service

1. Having just returned from three tours overseas, I am looking forward to my Headquarters Area assignment and duties. I am also enthusiastic about becoming more directly involved in the MG Career Service and the Office of General Administration.

2. I would like to volunteer my services in whatever capacity you feel would be useful. I would be particularly interested in working on the next MG conference committee and/or being part of the team which will help you develop a plan for the mission and structure of the new Office of General Administration. Attached, you will find outlined some initial thoughts in this regard.

3. Please let me know how I may best be of assistance to you and the career service. Thank you.

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OFFICE OF GENERAL ADMINISTRATION

MISSION AND FORMATION

October 1990

A. INTRODUCTION

The following pages represent initial thinking about the formation of a new Office of General Administration (OGA) within the Directorate of Administration. To generate a viable plan for a new office which has never existed before, one must first determine the office's mission in serving the needs of its customers and the Agency as a whole. From this needs-assessment will logically follow both a table of organization and the plan for how OGA will operate.

The ideas below describe one of many potential paths to structuring this new office. The path taken below is one which hopefully will best work to the strengths of the MG Career Service, to form a strong administrative coordinating function within the DA.

B. OGA - ITS GENESIS

The principal instigator for the creation of the Office of General Administration was the 1990 Office of the Inspector General's Inspection of the Management Generalist Career Service. The report generated by this inspection focused on the need to give MG officers a "home" office, both for their own benefit, and for a host of other organizational reasons. Another primary focus of this inspection, as stated to the DDA and ADDA, is a need for the Agency to better coordinate certain aspects of the general administrative support provided to Agency personnel overseas.

A second, developing theme which is coming more and more to the forefront of Agency management's thinking, is the perception that we, as an organization, do not seem to coordinate our long term planning or projects particularly well. The comments of the Agency Comptroller, Mr. Hazelwood, in his August 1990 presentation to the MG Conference attendees were quite specific in this regard.

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Thus, the missions of OGA are principally two: to provide

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interdisciplinary, coordinated support to the Agency's overseas complement, and secondly, to provide long term, interdisciplinary management for administrative projects and problem areas identified within the Agency.

C. GENERAL OFFICE STRUCTURE

The call for the creation of a new office in the DA,, specifically the Office of General Administration, seems tailor-made to address both of the perceived needs above. More importantly, the members of the MG career service are particularly well qualified to form the nucleus of a cadre which can deal with these two problem areas. First, MG officers are routinely assigned overseas. They usually have had the advantage of being assigned to a number of different areas overseas, unlike most DO case officers who serve most of their careers within one geographic area.

Second, MG officers are trained to be administrative jacks-of-all-trades, knowing how to provide support in all the administrative disciplines, and to have established the experience and the information networks needed to coordinate actions among these disciplines. Thus, MG officers will be particularly well suited to manage staffs whose missions will range from providing one-stop processing for pcs or tdy assignments overseas, to leading task forces which are responding to critical administrative concerns or projects.

Given two primary missions, it would seem most logical to organize the OGA into two major groups, each under a Deputy Director. The first, Operations Group, would focus on providing timely administrative support to all Agency officers assigned overseas, throughout the life cycle of their assignments. The second, Strategic Plans Group, would focus on task-force-like working groups addressing long term administrative support questions, both foreign-field and domestic, needing a coordinated, interdisciplinary approach for effective management.

A third, smaller entity, reporting directly to the Director of OGA, would be that of the SSA/DDA. Since the mission of the SSA is now, and always has been to provide an interface between the DO and the overseas administrative functions and policy of the Agency, it would also seem logical to have the SSA report directly to the D/OGA. Finally, the OGA Staff office would form another separate entity reporting directly to D/OGA, and would contain the OGA Career Management Staff, and whatever other direct support elements (such as finance, logistics, etc.) are required.

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The wiring diagram attached shows a possible office structure which would be staffed appropriate to the tasking assigned. Acquisition of Agency positions and overall T/O will be addressed later.

Operations Group

Under the DD/OGA/Operations, would fall a number of staffs whose collective mission would be to provide administrative support to all Agency personnel overseas, PCS or TDY. A major burden to DO support staffs and the support staffs of other components maintaining a significant overseas presence (such as OC and OTS), could be relieved if OGA were to take over all or the majority of PCS processing for all Agency components. This would entail the transfer of a number of Agency components to OGA. These components would include, but not be limited to, Central Cover Staff and Central Travel Staff, with a healthy augmentation by rotation from other offices such as Office of Personnel, Office of Medical Services, Office of Logistics, and so on.

The main strategic objective for this office, would be to provide "one-stop shopping" for personnel being assigned PCS overseas (and also for those travelling TDY). Each assignee would be handled by a single processing coordinator, who would be both responsible and accountable for ensuring that the assignee's processing went smoothly. During the "off season," the winter months when the numbers of those moving PCS are low, this office could provide assistance to another staff within the group, the overseas employee benefits staff, whose mission would be to coordinate and assist in getting out answers to administrative problems which need coordinated research or follow-up, and which the area or office components do not have the time or manpower to pursue.

Another important function which could fall within Operations Group, would be that of the Administrative Liaison Staff, a staff providing liaison to other government agencies which support our overseas complement. This office could subsume any or all of the functions now performed by such varied elements as OFM/Liaison Division, numerous State Department elements, such as FBO Liaison, CCS/SCB Liaison, and our military liaison units.

Other staffs which could be placed under the DD/OGA/Operations, would be those which have an Agency-wide administrative responsibility, requiring the savvy and managerial network maintained by most MG officers. A number of these offices now have the reputation of being "orphans" for

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the specific reason that, because of their interdisciplinary functions, they do not fit in especially well with the rest of the office to which they are attached. The office careerists who find themselves assigned to these units, typically do not consider these assignments to be career enhancing, and are usually looking for a way to move on to another assignment as quickly as possible. Some of the offices which might well be incorporated under the DD/OGA/Operations Group would be the remainder of CCS, OP's Compensation Division, Protocol, FOIA functional offices, Mail and Courier Branches of OL, etc.

Strategic Plans Group

The second major group in the wiring diagram attached, belongs to the DD/OGA/Strategic Plans. Throughout the Agency, all Directorates, most offices, and many sub-units within offices have planning staffs, the size and composition of which varies depending on the scope of their various missions. Usually, their mission includes some degree of administrative planning tasking, at least that having to do with budgetary and manning concerns for the unit served. A quick analysis would likely show that the coordination between these units in the various offices is hit-or-miss at best, and non-existent at worst.

Immediately under the DD/OGA/Strategic Plans, would be the Strategic Administrative Requirements Staff. It would be this staff's primary mission to keep the pulse of planning staffs throughout the Agency, to act as a sensor for when an administrative issue of common concern begins to surface. When this happens, it would be the function of this office to recommend to the DD/OGA/Strategic Plans, for an Administrative Task Force to be formed to deal with the issue.

At present, such a group would likely contain active task forces, made up of careerists detailed from all of the DA offices, on such varied concerns as Space Planning and Acquisition (both long- and short-term), Property Acquisition & Management, Workforce Analysis (Recruitment/Benefits/Minorities Affairs), and possibly others. In addition to these specific task forces, since for the first time, they would all be grouped under one unified command, it would make sense to form a Project Technology and Evaluation Staff. This staff would assist the task forces by providing them with uniform, consistent project management technology and methods. This small staff could also assist the task forces by providing needs assessment analysis services, planning technology, analysis of the effectiveness of implementation strategies, and finally, product evaluation and assessment services. While not

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acting as a watchdog, this staff could work with the task forces to provide a measure of effectiveness, lending a measure of accountability to the recommendations and actions of the task forces. This accountability function would provide management with the means to assess the effectiveness of the planning directions taken, and allow more precise and effective course corrections when needed.

E. ORGANIZATIONAL CONSIDERATIONS

The two subgroups posited above for OGA, one focused on overseas and interdisciplinary support, the other focused on Agency-wide administrative planning, seem both logical organizationally, and inherently sensible considering the acknowledged strengths of the MG officers who would form the initial staffing nucleus. Also to be considered, however, are the inevitable obstacles, both organizational and individual, which may come to block the development of OGA. In this time of flat budgets and fixed manpower ceilings, it is certain that resources funneled to the formation and operation of the OGA, will be at the expense of some other office. Most bluntly put, this means OGA will be "stealing" someone else's slots and their money. When subsuming or, at a minimum, coordinating some of the functions of another office, from the DA or elsewhere, OGA will be attempting to operate on their established "turf," which will no doubt cause friction.

There are several general arguments which can be used to at least partially overcome these problems. First, and most obvious, is the fact that the establishment of OGA as an office is not an MG generated mandate. Rather, it springs directly from an Inspector General recommendation, designed to make use of a valuable Agency resource which is not being fully utilized today; namely, the interdisciplinary skills and networking/coordinating abilities of MG Career Service Officers. To best utilize this human resource, both in the field and at home, the office should be structured as above.

Perhaps even more important, many of the offices which would be subsumed under OGA, already have significant MG presences, because they now present, or have in the past presented significant problems. They are the offices described above as the "orphans" of the Agency. I would submit that this is not because their mission is inherently more difficult than that of other more successful offices, but rather that they are almost uniformly offices in which interdisciplinary administrative savvy is necessary for success. Also, they are offices in which, because of the nature of their work, success is invisible, but failure or problems are immediately noticed and are very high profile.

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These types of environments are abnormal for most DA careerists, but are the bread and butter of MG Career Service Officers. The overseas experiences which most MG's have in common, will allow them to be both realistic and effective in providing service oriented support in the Headquarters area. They do not seek a great deal of recognition or kudos for their work, but get their rewards internally, by getting the job done.

What this means, as a political incentive to the other DA offices, is that OGA is willing to take the monkey off their backs, by accepting tasking and responsibilities which have in the past proven onerous them. While this is one argument which can be used, D/OGA needs to be quite selective in using it, and in accepting tasking along these lines, or the other offices could come to see this as an opportunity to shift more of their problems onto OGA than we are ready to accept.

Whatever tasking and responsibilities are shouldered by OGA, non-MG's currently working these office should be given the opportunity to continue their assignments on rotation to OGA. If all the responsibilities mentioned above as possible for OGA are realized, it is evident that the MG career service will need to be greatly expanded to adequately man these offices. Over the longer term, we must carefully select among those on rotation in the new OGA offices, for new MG officers. There is no doubt that many of them will make fine MG officers. However, in taking on new officers, we must continue to emphasize that we are looking for officers who are willing and able to serve overseas, as that will continue to be a primary mission of OGA; namely to provide excellent support to Agency overseas components.

Also, OGA cannot afford to allow the other DA offices to stack the deck, and transfer their "problem" employees to new OGA offices, before the shift in the offices to OGA begins. The task of finding good players to man OGA, and the negotiations that will be necessary to obtain their release from other Agency components (without causing a great deal of strife), will be difficult. However, since we will be needing some high graded officers from other components at the outset, this could help provide other components with some much-needed headroom which they may appreciate having.

Gaining the support of the DDA in the construction of OGA is an absolute must. With his support, almost anything can be made to happen. Without it, D/OGA will have a distinctly uphill struggle. One extremely positive way in which to present the OGA structure posed above, is that it is designed specifically to be responsive to the needs of the DDA. If

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formed and supported, OGA would become the main means the DDA has for investigating, planning for, initiating and evaluating new administrative programs, using consistent and hopefully efficient planning and implementation technology. This could be of tremendous benefit to the DDA, and OGA would in effect, become his "Support Staff" of choice.

In summary, while there is no way to avoid a good deal of political infighting when personnel and financial resources are involved, the judicious use of the arguments presented above should help to ameliorate any serious conflicts between the DA offices.

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